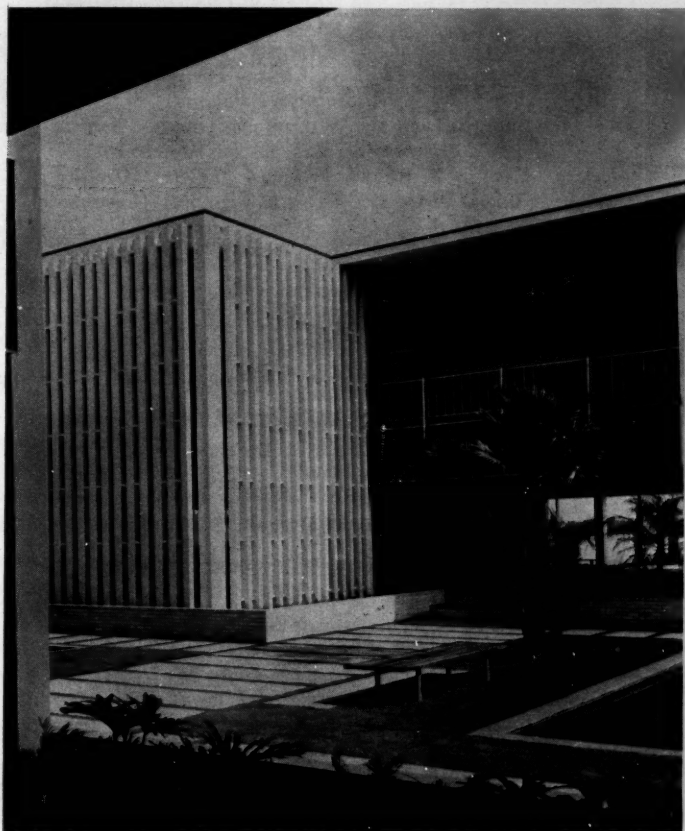


# *the* **Journal**

*of the College and University  
Personnel Association*



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**THE JOURNAL**  
of the  
**College and University Personnel Association**

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## “ . . . notes and quotes . . . ”

### Of Employment, Discrimination, and People

Two newspaper articles of recent date had much in common. They dealt with a problem that many people talk about: Employment, discrimination, and people.

Dateline: Springfield, July 1, 1961: *Effective this date, the 72nd General Assembly of Illinois passed a Fair Employment Practices Act to protect equal employment opportunity of all persons, regardless of race, color, religion, national origin, or ancestry.*

Dateline: Washington, July 12, 1961: *Western Electric President H. I. Romnes and Vice-President Lyndon Johnson, chairman of President Kennedy's Equal Employment Opportunity Committee, signed a joint statement at the White House reaffirming Western Electric's policy of employment based on merit.*

These two recent developments show

the wave of public and government interest in assuring equal employment opportunity to all.

Specifically, what is involved in these recent developments?

Illinois' new Fair Employment Practices Act marks the first time in history that employers in this state must operate within the confines of these particular strict legal requirements relative to employment practices.

Among provisions specified in detail in the law are these: Employers must state in their employment advertising that positions will be filled strictly on the basis of merit. Employers must not record information in pre-employment forms about a prospective employee's race, color, religion, national origin, or ancestry.

The joint statement signed by Mr. Romnes and Vice-President Johnson states that "the employment policies and practices of the Western Electric Com-

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pany have been and will continue to be such as to insure that all of its employees are treated equally, and that no distinctions are made in rates of pay, opportunities for advancement, including upgrading, promotion, and transfer, because of the employee's color, religious belief, or national origin."

Western Electric has long had a policy of non-discrimination in employment opportunities. People of many nationalities, races, and religions have helped to make possible its vast contribution to the welfare of the United States—in peace and in war. A glance at its personnel records—past and present—bears this out.

The progress of a Western Electric employee depends upon his ability and demonstrated performance—the way he does his job. This is the only standard that determines his advancement. This is exactly what the new law is trying to do.

Western Electric continues to rely upon each of its employees to carry out these policies with understanding and justice in keeping with the belief in what is right, and in keeping with the letter and the spirit of the laws of the nation.

—from *The Microphone*  
October, 1961

### A Lesson In Socialism

*Reprint of a letter from Thomas J. Shelly, teacher of Economics and History, Yonkers High School, Yonkers, N.Y.*

As a teacher in the public schools, I find that the socialist-communist idea of taking "from each according to his ability" and giving "to each according to his need" now is generally accepted without question by most of our pupils. In an effort to explain the fallacy of this theory,

I sometimes try this approach with my pupils:

When one of the brighter or harder-working pupils makes a grade of 95 on a test, I suggest that I take away 20 points and give them to a student who made only 55 points on his test. Thus each would contribute according to his ability and . . . since both would have a passing mark . . . each would receive according to his need. After I have juggled the grades of all the other pupils in this fashion, the result is usually a "common ownership" grade of between 75 and 80 . . . the minimum needed for passing, or for survival. Then I speculate with the pupils as to the probable results if I actually used the socialistic theory for grading papers.

First, the highly productive pupils . . . and they are always a minority in school as well as in life . . . would soon lose all incentive for producing. Why strive to make a high grade if part of it is taken from you by "authority" and given to someone else?

Second, the less productive pupils . . . a majority in school as elsewhere . . . would, for a time, be relieved of the necessity to study or to produce. This socialist-communist system would continue until the high producers had sunk . . . or had been driven down . . . to the level of the low producers. At that point, in order for anyone to survive, the "authority" would have no alternative but to begin a system of compulsory labor and punishments against even the low producers. They, of course, would then complain bitterly, but without understanding.

Finally, I return the discussion to the ideas of freedom and enterprise . . . the

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## “ . . . editorially speaking . . . ”

CHARLES T. CLARK

*System Personnel Advisor  
The University of Texas*

*from his President's Report to the Fifteenth Annual Conference  
of the College and University Personnel Association, University  
of Washington, August 7, 1961*

This is the 15th Annual Conference for the College and University Personnel Association, and it represents the second time that our organization has met on the West Coast. As many of you will remember, we met on the Berkeley campus in 1954 and on the University of Colorado campus several years later. Most of our meetings have been in the Midwest, including Chicago, St. Louis, Urbana, Bloomington, Minneapolis, East Lansing, Iowa City, and Lafayette. We have had three meetings in the East—at Ithaca, New York; University Park, Pennsylvania; and last year at Pittsburgh. Our only Southern meeting was the one held three years ago at the University of Virginia.

Let me say first, our hats are off to Dave Williams, who, in addition to taking over the job of Personnel Director for the University of Washington this year (when Reg Root moved from that job to Dean of Men), has also had the very difficult and time-consuming assignment of planning our Conference. Several days ago, Dave wrote me to explain the delay in our correspondence, which he said was due to a two-week tour of

military duty, the fact that two of his staff were on vacation, his wife having a baby, and the cat having four kittens. To Dave go our congratulations, our thanks, and our condolences.

The year, 1960-61, has been an important one for CUPA; it has been a year of transition. To me, four events stand out as being of particular importance to the future of our organization.

1. Don Dickason's plans to retire as Director of Nonacademic Personnel at the University of Illinois required your Executive Committee to re-think completely the position of Executive Secretary. It is now planned to set up an office for the Executive Secretary, to be located in Sarasota, Florida, and Don has agreed to continue as our Executive Secretary in that office.

2. An important Committee, headed by Lee Deck, made a thorough study of our entire dues structure, and the recommendations of his Committee have been adopted by our membership. We anticipate that this new dues structure will allow our organization, for the first time, to stand on its own feet and to finance its

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own program without depending on any single institution to carry more than its share of the burden.

3. The work of Orie Myers and the Recruitment and Placement Committee has begun to take final form. Beginning this fall, we will initiate our formal, nationwide placement program to fill the much-needed function of helping college administrators find administrative talent for the non-teaching jobs on their campuses. Getting this program under way will be greatly aided by a grant of \$5,000 for each of the next two years by Lilly Endowment, Inc.

4. Another major development has centered around the increased activities of our regional conferences:

Our Southern conference in Nashville, Tennessee had more than double the attendance we have ever had at a Southern meeting. This was the first year that the group met separately from the Southern Business Officers' Association.

The Midwestern conference in Chicago had its usual excellent meeting and had one of the finest panel discussions I have ever heard at any personnel meeting.

The Eastern conference was the largest in its history and was also the host for the mid-winter meeting of the Executive Committee, which met for the first time on the East Coast.

The only way to describe our Western conference at Santa Barbara is to say that it was delightful.

Much of the success for the development of our regional conferences goes to our last year's regional chairmen and to Joe Jenkins from the University of Virginia. Joe, as a member of the Executive Committee, has given his particular atten-

tion to the regional groups, with excellent results. It is our hope that next year we will have a special meeting in the Southwestern region to inaugurate a new regional group in that area.

Our Vice-Presidents have been busy this year. Bill Berth, as Vice-President for Research, has juggled the activities of half a dozen research sub-committees, and among his other accomplishments, he has just reported to you on the results of the recent salary survey.

Bob Stone, Vice-President for Membership, will not be with us at this meeting, as he will be representing Tulane University in Colombia (South America) this summer. However, his efforts have added 49 new institutions to our membership rolls during this year.

In addition to the committees I have already mentioned, we have had many others, and they have all been active. Fred Bjorling, also a Director of the Association, has headed a Committee to recommend a site for the 1962 Conference. He and members of his Committee have spent a great deal of time in preparing their recommendations which will be reported to you later in this meeting.

Dave Wiant, of Illinois State Normal University, has been chairman of our Educational Committee investigating the possibilities of some short courses on various aspects of college and university personnel administration.

"Deed" Willers of Cornell has been chairman of our Committee on State and Federal Legislation, and some of his comments came to you in the last issue of *The Journal*.

Bob Hartz, of the University of Illinois, has headed a very active Committee

(Continued on Page 26)

# The Professor and the Bureaucrat

SOLOMON KATZ

*What is needed is a faculty which understands the role of administration in the modern college and university—and is willing to play bit parts in that administration—and an administration which recognizes that they may have important roles to play in the drama of higher education as a supporting cast.*

I am pleased to be given the privilege of welcoming the National Conference of the College and University Personnel Association to the campus of the University of Washington and of addressing a few remarks to you at this opening session when you are gathered in plenary session and before you begin those deliberations of a more professional and more arcane nature, to which no mere dean should be privy.

I must confess to you that when my administrative assistant (who, were it not for an unimaginative Table of Organization, would be Dean of the College of Arts and Sciences) informed me that Mr. Williams, our Director of Personnel, had telephoned me, my first guilty inclination was to leave town by the most expeditious means available. For I thought that the inevitable moment of truth had arrived, namely, that those who have a certain expertise in the classification of staff had read my personnel file and had discovered that my duties as a

member of the University had subtly, but surely, changed. Since I was spending most of my time as an administrative assistant to the faculty, it occurred to me that Mr. Williams might make an altogether reasonable suggestion that I should be reclassified as administrative assistant, perhaps Class I, too highly classified to come under the provisions of civil service, too lowly in prestige to be a card-carrying member of the Faculty Club.

But I was mistaken. Mr. Williams was not engaged in official business, but was generously inviting me to speak to this Association, the vital nerve centers of our colleges and universities, the people, to coin a cliché, who know how to meet a payroll, rather than a Class. I was flattered by his invitation. Let me confess also that a practising bureaucrat, like myself, sometimes has unworthy thoughts about the utility of the *quid pro quo*, the advantages of a close and cordial working relationship of academic and nonacademic, which, if you will forgive a metaphor of high cholesterol content, may butter no parsnips, but does oil the machinery of university business.

If I had been asked a year and a half

An address by Dr. Katz, Dean of the College of Arts and Sciences, University of Washington, at the Fifteenth Annual Conference of the Association, August 7, 1961, Seattle.

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ago, before I was translated to a deanship, to speak to this group, I might have shared with you my mournful thoughts on the increasing extent to which the life of the mind is being eroded by the practical concerns of bureaucracy. I might then have defended the academic bastions against the assaults of forms and reports in serried quintuplicate, the heavy artillery of mimeograph machine, Verifax and Ozalid, and against the ultimate weapon, the IBM, which shoots students, faculty, and nonacademic alike full of holes and makes it impossible for anyone but an expert in Braille to determine that once these faceless forms (do not fold, spindle or mutilate) were palpitant and sentient humans.

### Professor and Bureaucrat

But now in August, 1961, I would be a traitor to my own administrative class and churlish to boot if I, by now a fairly house-broken bureaucrat, were to address to you any invidious remarks about bureaucracy. I should like instead to make a few hopefully objective comments about the relationship of academic and nonacademic, between those who frequent the groves of Academe and those who toil mightily in the none-too-lush vineyards surrounding those groves. Let us entitle these remarks, "The Professor and the Bureaucrat," rather than "The Professor *vs.* the Bureaucrat."

Any professor, and I am still a part-time one, worthy of at least an across-the-board salary adjustment, ought to provide a bibliography for any subject on which he ventures to speak. Here, then, is a reading list for your supplementary reading on the Professor and the Bureaucrat.

The *locus classicus* is Caplow and Mc-

Gee, *The Academic Marketplace*, an illuminating analysis of the personnel practices in American universities today and the effects of these practices in the structure, spirit, and goals of higher education. Here you may find explanations of the meaning and operation of such phenomena as "The Swivel Effect," "The Self-Aggrandizement Effect," and "The Game of Personnel Poker." Here, in brief, is a sociological description of the academic subspecies of the Organization Man, the man in a Robert Hall grey flannel suit. Another source, this time on the special problem of the campus and the state, is the book by that title by Moos and Rourke. Both these studies reveal the extent to which professors, whether or not they like it, have had to assume some of the attributes of the bureaucrat. Those who are distressed by that involvement will find comfort in an article in the *New York Times Magazine* of October 12, 1958, "A.B. = Academic Bureaucracy," in which a university professor with the unlikely name of John Q. Academesis complains that a luxuriant undergrowth of nonteaching administrators is choking the groves of Academe. I could multiply the list of references, but a quarter of a century of teaching has finally taught me to be realistic about the extent to which bibliographies are used by my audiences.

### Growth of Bureaucracy

Now, it is perfectly obvious, even if you read none of these books or articles, that one of the most striking changes in American higher education during the past generation has been, not the increase in the proportion of young people going to college, nor the edifice complex which has given every campus an increasing number of imposing buildings, nor the

## THE PROFESSOR AND THE BUREAUCRAT

proliferation of courses, but the phenomenal growth of the academic bureaucracy, a largely non-teaching bureaucracy.

I am not going to argue, as some professors do, that universities were better off 25 years ago, when the administrative work of a division of a university could be done by one person, aided perhaps by a secretary. Nor, on the other hand, am I going to argue that the operation in universities of Parkinson's Law is good—that continuous growth in administrative personnel occurs, regardless of its contribution to the main task or the need for such personnel. Increased enrollment and the increased complexity of the concerns of the modern university have drawn into the academic community a larger and larger number of administrative and service personnel whose immediate functions are neither educational nor scholarly. This has led to an increasingly complex organizational structure, which may obscure the primary functions of the university and destroy its intellectual unity.

### Faculty—A Coordinate Element

Bigness *per se* is not entirely unhealthy, of course. A large school has more resources at its disposal than a smaller one. But it also requires more organization, which in turn creates the danger of over-organization. And always there is the danger that the faculty, lacking special administrative skills or shunning administrative tasks as somehow unclean, will become increasingly divorced from day-to-day policy-making decisions and even, in some cases, from many fundamentally important decisions affecting the future of their community. Yet the faculty are coordinate elements of a university. As such, they, as well as administrators, must have the opportunity and

the willingness to influence university policy. The accelerating growth of the university and the consequent differentiation of its elements leads to an excessive specialization of function and outlook: administrators administrate and make decisions; professors teach and do research. Such a split strikes at the essence of a university community: its unity. When the community is split into increasingly dichotomous groups, it can no longer flourish.

The plain fact, it seems to me, is that the complex American university needs a complex administrative organization to enable it to accomplish efficiently and well its main purposes of teaching and research. But that administrative machinery must work for the faculty rather than the reverse. There is always the danger that a large and powerful bureaucracy will place a premium upon service to its ends, and these ends do not always coincide with the primary functions of the professor. And, of course, there is always the further danger that the overhead for an administrative bureaucracy may be an excessive drain upon the resources of a university. Universities and professors, then, may as well recognize the need for a complex machinery of administration but be insistent upon the role of administration as an aid and a resource, rather than as an end in itself.

It should be the function of university administrators to serve the faculty and students. They should with sensitive discrimination relieve the scholars of a mass of administrative details, while the scholars retain authority for determining the character of the university and the policies under which it functions. They should protect the faculty against the burden of administrative responsibilities,



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without weakening the initiative of faculty leadership through disuse.

### Making a Congenial Climate

This suggests a dichotomy between faculty and administrative responsibilities. I am not sure that the dichotomy is in the interests of the faculty or the university. The faculty must, *pro bono publico*, or out of enlightened self-interest, accept some administrative responsibilities, whether it be in departments, colleges, committees, or Senate. I shall confess my dismay when last February I received a memorandum from the chairman of the Senate Committee on Committees asking all members of the faculty to designate preferences for committee service on an enclosed IBM card and expressing his regret that because there are only (*sic!*) 200 committee memberships available, it is impossible to assure that appointment will be recommended for any particular committee. Perhaps what is needed is an *Ad Hoc* Committee to study the feasibility of appointing an ad hoc committee to study the proliferation of committees. This may be the excess of virtue of faculty participation in administration, but more able men on faculties must be willing to devote attention to high academic policy as determined by attention to such central problems as educational policy, curriculum and counseling, faculty tenure, the so-called fringe benefits, and all the matters which come into the purview of faculty committees. Otherwise, they run the inevitable risk that these matters will be decided for them, not by professors working part-time as bureaucrats, but by bureaucrats working full-time as bureaucrats. If professors are to do what they like best to do, teach and do research in a congenial

intellectual atmosphere, they must be willing to help decide what makes a congenial climate and how to achieve it.

### A Professor's Obligations

I hope that no one here misunderstands me. I certainly do not mean that the professor has to devote himself exclusively, or even largely, to administrative chores—to academic bookkeeping—but I do believe that he has an obligation to himself and to the community of scholars to accept some responsibilities which he may now regard as administrative and hence none of his concern. Let him be willing to take a few steps down the primrose path of professional perdition, but let him be careful not to go too far down that path, lest he fall completely from grace and become a dean! Let him recognize that he is playing an administrative role whenever he participates in decision-making that leads to the appointment of a professor or the grant of tenure or promotion. Let him face up frankly to the fact that he is not pure and unstained, free from administrative corruption; let him accept cheerfully the occasional role of the professor as bureaucrat.

In this regard, one changing aspect of academic life troubles me, namely the growing lack of identification of the younger man of the faculty with the university. In the past, professors were more committed to a particular university, took root there, felt institutional loyalties, and were willing to play a part in setting the educational policy of the university and its intellectual tone. Not only are the younger men more discipline-oriented and less committed to a particular institution than to their discipline, but as competition from outside increases, the younger men, the more mobile members

## THE PROFESSOR AND THE BUREAUCRAT

of the faculty, especially those in fields where shortages exist, feel increasingly restless. They do not identify themselves strongly with the university and its life and may even regard the institution as essentially a way station.

### The Younger Gadflies

Who, then, is to have a sense of a stake in the university? Is it to be only the older faculty? Who will take their place? However much the older men may, have irritated by acting as gadflies, it was these gadflies who, in my opinion, helped to goad the university into meaningful activity. We need more and younger gadflies. The alarming aspect of the present situation is that the younger faculty, the most vigorous ones, are not as likely to identify themselves with the university as their elders did in the 30's and 40's. As mobility increases, the value of local prestige, the prestige that comes from playing a part in shaping university policy, will decrease even further. The identification of the strong men of a faculty with the government of a university will become more tenuous, and their opportunity to wield their power will be lessened. This will surely lead to a corresponding development of the professional administrator, who may not be an academic man at all, and many functions traditionally and appropriately performed by faculty men will be taken over by professional administrators and administrative offices.

There is no doubt that the performance of such administrative tasks as befit the professor as bureaucrat will take time from scholarship, and one would wish to spare them this precious time. Yet, in the end, if universities are to reflect the ideals and the aspirations of professors, professors must formulate these ideals

and aspirations and present them effectively, and this inevitably means that they must be prepared to spend some time in administrative pursuits. Let them enter actively into the life of the university, challenging the traditions of education and proposing new approaches and providing creative and imaginative leadership in the educational and scholarly enterprises represented by the university. How can they do this? Mainly by their teaching and research, but surely also by being willing to work part-time as academic bureaucrats; by accepting those responsibilities which they, rather than full-time bureaucrats, are best fitted to perform. Here, then, is an almost full-time bureaucrat urging his colleagues on the faculty to join the sinners' bench at least some of the time.

### The Cast of the Drama

I have used this occasion to remind my colleagues, through you, that they must be willing to assume some administrative responsibilities, lest because of faculty disinterest and default, you assume those prerogatives which belong rightly to the faculty. Let me also remind you of your responsibilities: to collaborate with the faculty in the work that is necessary to make a university or college a good place for teaching and learning. You may be tempted on occasion to believe that faculty are impractical and improvident and that the university or college could be more efficiently administered if there were no faculty to clog the machinery. Remember that the faculty *is* the university or college and that without the faculty these institutions have no reason for being—indeed, were it not for the faculty, there would be no *raison d'être* for this Conference of the College and Uni-

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versity Personnel Association. What is needed, in short, is a faculty which understands the role of the administration in the modern university and college and is willing to play bit parts in that administration and an administration

which recognizes that they may have important roles to play in the drama of higher education, but that they remain, nevertheless, a supporting cast. Without either group of actors, the play is certain to be a failure.

# Nonteaching Professional Personnel: How Can A University Recognize Them?

WILLIE BELLE COKER

*Colleges and universities must find means of recognizing the contributions of nonteaching professional personnel on the campus. Results of this author's inquiry indicate an immediate need for such recognition in many institutions.*

When a new student considers enrolling in one of the large colleges or universities in the United States, his first contact is probably with the Registrar's Office. After passing an entrance examination administered by psychologists from the Testing and Counseling Center of the university, the freshman is deluged with letters of welcome and warning—from the Dean of Student Life, Student Union personnel, the Motor Vehicle Division, and others. He reads catalogs and brochures prepared by university writers and artists.

Upon arriving at school, the wide-eyed freshman is given a physical examination by the university doctors. University accountants tally up his entrance fees. Each of his meals in the school cafeteria, or in his university-operated dormitory, is planned by expert dietitians. If he thinks about it during the orientation speeches, he can thank the engineers at the school power plant for the air-conditioned comfort which he enjoys. One

of the many campus tours is sure to acquaint him briefly with the library and its staff.

All this takes place before the student ever meets his professors. Each of the university employees just mentioned is part of a large group of nonteaching personnel, many of whom perform work of a professional nature. Other people not so immediately known to the student, such as lawyers and directors of research, are also included. The contributions of these employees to large educational institutions are important and diverse. The education and experience of some of them parallel or exceed that of teachers. Yet many nonteaching professional employees feel they do not enjoy prestige, privileges, or titles equal to those of the faculty.

Which nonteaching employees of a university are, in fact, professional? How widespread is dissatisfaction with present status? What policies are being followed by most large schools to distinguish and recognize these people? What steps can be taken in the future? These questions were the basis for a recent study of the

This article is a summary of a Master's Thesis written by Mrs. Willie Belle Coker, The University of Texas.

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personnel policies of The University of Texas and 26 other large universities throughout the country. Information in the study was obtained from informal interviews at The University of Texas and questionnaires sent to personnel directors at the other schools.

### Defining Professional Work

It is first necessary to distinguish the employees being considered. What are some of the criteria of professional activities? After comparing and combining many published thoughts on the subject, the following is suggested as a possible definition of professional work:

An employee employed in a bona fide professional capacity shall mean any employee—

(a) whose primary duty consists of the performance of advisory, administrative, or research work

(1) requiring knowledge of an advanced type in a field of science or learning customarily acquired by a prolonged course of specialized intellectual instruction and study, as distinguished from a general academic education and from an apprenticeship, and from training in the performance of routine mental, manual, or physical processes, OR

(2) original and creative in character in a recognized field or artistic endeavor (as opposed to work which can be produced by a person endowed with general manual or intellectual ability and training), and the result of which depends primarily on the invention, imagination, or talent of the employee;

(b) whose work requires the consistent exercise of discretion and judgment in its performance, with consequent large personal responsibility;

(c) whose work is predominantly intellectual and varied in character (as opposed to routine mental, manual, mechanical, or physical work) and is of such a character that the output produced or the result accomplished cannot be standardized in relation to a given period of time;

(d) whose work is usually governed by a code of ethics and standards of professional

conduct defining the professional man's obligations to the profession and its clientele.

### The Problem

Expanded research programs, increased demand for extension services, and enlarged physical plants, together with the assumption of responsibility for more and more of the student's welfare outside the classroom, have greatly increased the number of professional personnel on college campuses who are not directly engaged in instruction. The significance of this problem to The University of Texas is shown by the fact that on January 1, 1961, there were 3,772 nonteaching employees on the main campus.

### Informal Interviews

At The University of Texas, nonteaching positions are designated either as administrative or classified. Thus, highly trained professional people not having administrative offices are lumped under the Classified Service with technicians, craftsmen, secretaries, typists, clerks, and maintenance employees. Informal interviews were conducted with highly trained nonteaching employees in several fields to determine how much, if any, dissatisfaction existed with their professional recognition.

Accountants employed by the University consider themselves to be adequately recognized. Closely associated with top administrative officials, they feel that they enjoy most of the benefits of the teaching staff. Accountants have strong professional organizations and stringent, well-known requirements for professional qualification.

Physicians who work in the student hospital, however, express concern with at least three different problems: (1) un-



## NONTEACHING PROFESSIONAL PERSONNEL

derpayment, (2) a decrease in prestige because of working for the University instead of practicing privately, and (3) annoying lack of parking space for doctors' automobiles.

Engineers at the power plant think that (1) high turnover of workers in their department is due to wages lower than those offered by the city or local industry; (2) their own well-qualified engineers are bypassed in favor of outside people on some projects; and (3) they do not always receive plans for new buildings in time to arrange proper utility connections. Although it is considered a small matter, they are pleased that some of the new power buildings have been named for engineers who devoted many years of work to the university.

Librarians are showing a national interest in attaining professional standing. Many members of the group believe that they should have academic status and titles. They are willing to assume the responsibilities of academic rank, including the necessity to publish articles and the "up-or-out" rule, in exchange for tenure, sabbatical leave, longer vacations, and other faculty benefits.

Administrators of the extension division feel the need to offer better pay to their professional staff. They object to what they consider unnecessary restraints on their activities.

Research personnel have their own particular problems. Some research people are former professors of outstanding reputation. They are paid, at least in part, by grants from the Federal Government or large private corporations. As professors they enjoyed privileges and recognition which they do not get as members of research groups. The researcher's grant usually confines his endeavors to a nar-

row field, may make definite tenure impossible, and sometimes surrounds his activities with secrecy. Small wonder that some of these important people feel buried in obscurity. Their department is making efforts to improve the situation.

The positive interest of those groups interviewed seemed sufficient reason to continue the study of nonteaching professional employees in other colleges and universities by means of a questionnaire.

### Questionnaires

Colleges differ in geographical location, social forces, and traditions. These differences, together with the lack of an accepted definition of terms and the intangible human relationships involved, made it difficult to construct a uniform questionnaire and to interpret the results. Nevertheless, the results show that all institutions of higher education share common purposes and problems.

Out of 33 large colleges and universities in the United States who were asked to participate in the survey, 27 responded. All schools contacted are members of the College and University Personnel Association. The 27 participating schools have an average enrollment of 15,050. There are approximately 1,327 teachers per school, with about 2,893 nonteaching employees.

Twenty-four institutions report that they have a centralized personnel department; three indicate that they do not have a centralized department. Only six universities report personnel office titles containing words objectionable to some professional employees, such as "clerical," "service," "staff," or "nonacademic." Most offices are called simply "Personnel Office," or "University Personnel Office."

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TABLE I  
COLLEGES AND UNIVERSITIES PARTICIPATING IN THIS STUDY

<i>Institution</i>	<i>Location</i>	<i>Enrollment</i>
Boston University	Boston, Massachusetts	26,110
California Institute of Technology	Pasadena, California	1,300
California, University of	Los Angeles, California	18,000*
Carnegie Institute of Technology	Pittsburgh, Pennsylvania	3,400
Cincinnati, University of	Cincinnati, Ohio	18,000
Colorado, University of	Boulder, Colorado	10,800
Emory University	Atlanta, Georgia	4,200
Florida, University of	Gainesville, Florida	15,000
Harvard University	Cambridge, Massachusetts	11,213*
Illinois, University of	Champaign-Urbana-Chicago, Illinois	25,000
Iowa, University of	Iowa City, Iowa	11,200
Maryland, University of	College Park, Maryland	19,297
Miami, University of	Coral Gables, Florida	14,000
Michigan State University	East Lansing, Michigan	21,181
Michigan, The University of	Ann Arbor, Michigan	25,000
New York University	New York, New York	41,000
Notre Dame, University of	Notre Dame, Indiana	6,300
Pennsylvania State University, The	University Park, Pennsylvania	20,000
Pennsylvania, University of	Philadelphia, Pennsylvania	17,000
Purdue University	West Lafayette, Indiana	15,200
Rutgers—The State University	New Brunswick, New Jersey	18,255
Syracuse University	Syracuse, New York	16,593**
Texas, The University of	Austin, Texas	18,500
Virginia, University of	Charlottesville, Virginia	4,600
Washington, University of	Seattle, Washington	18,300
Wayne State University	Detroit, Michigan	22,000
Wisconsin, University of	Madison, Wisconsin	18,500
Total Enrollment		436,356
Average Enrollment		15,050

\* Enrollment figures taken from United States Department of Health, Education and Welfare, *Education Directory, 1960-61, Part 3, Higher Education* (Washington: Government Printing Office, 1960).

\*\* Includes 2,093 students, Utica College.

## Pay Scales and Employee Benefits

In order to learn about methods used by various universities in determining salaries for professional nonteaching personnel, questions were asked about (1) relation to civil service pay scales; (2) basis or method of payment; and (3) relation to similar positions in the locality

outside the university.

Five colleges report that their pay scales, academic and nonacademic, are related to university, city, or state civil service systems. In most schools, salaries for professional nonteachers are based on prevailing industrial wages in the area as revealed by periodic wage surveys. The pay scale for teachers is compared with

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that of other institutions. Several schools indicated that they pay whatever is necessary to get qualified personnel. One school has no established levels or scales of pay for any of its employees.

In the opinion of six schools, pay scales for nonteaching professional people on their campuses are definitely lower than similar positions in their locality outside the university. One school thinks this difference is as much as 20 per cent. Most colleges try, by frequent wage surveys, to keep their pay scales about the same as those elsewhere in the area. According to one college, the attempt to maintain internal consistency sometimes pushes school salary levels out of line with local scales.

The intellectual and creative nature of professional work makes meticulous meas-

urement of attainment both difficult and unwanted. Respondents from all colleges state that time records are kept by the employing departments. In many instances no formal records are kept except of sick leave and vacation time and in only six schools are these records reported to the personnel office.

Participating schools were asked if they have the same policy for all employees in regard to the following list of certain employee benefits, and whether there are objections to differences when they occur. Some schools did not answer all the questions, but Table II shows the number which responded.

### Attitude Toward Differing Policies

When employee policies were not the same, the schools were asked if there

TABLE II

<i>BENEFITS</i>	<i>NUMBER OF SCHOOLS</i>	
	<i>Same policies for all employees</i>	<i>Different policies for faculty and non-teachers</i>
Pay Scales	4	20
Sick Leave	6	18
Vacation with Pay	2	21
Holidays with Pay	14	10
Length of Work Week	8	16
Overtime	4	19
Title Plan	....	19
Sabbatical Leave	3	24
Tenure	1	23
Insurance	19	4
Hospitalization	21	3
Retirement	11	14
Parking	20	5
Tickets	21	2
Other (Educational privileges for children of staff)	3	....

Employees in 14 of the participating schools objected to different policies. Nine schools reported no objections.

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were objections to the difference in treatment. In many institutions, differences are considered practical and traditional because of the difference in teaching and nonteaching work. One school encounters objections about different policies from the Director of Staff Personnel more than from employees. Another finds superficial resentment at extra faculty benefits but does not think the objections are serious. One college has no problem because benefits for nonteaching staff are as good or better than for faculty. In some cases intense local competition for nonteaching professional people has forced their salaries higher than those of the teaching staff, causing the teachers to ask for better pay scales and increased recognition.

More than 60% of the colleges, however, report that definite resentment does exist because of different policies. Most objections come from research people or from top administrative and professional staff. These employees seek academic or teaching rank, and many want academic titles as well. The academic benefits most desired are better salary, tenure, sabbatical leave, and extended vacation time.

### Methods of Recognition

Two-thirds of the colleges contacted make some attempt to distinguish between professional and other nonteaching employees. Few colleges define the professional employee as such, but many rely upon job classification or job title to make the distinction. Those employees who hold jobs with maximum responsibilities—often of a university-wide character—and have maximum educational qualifications are considered professional. One eastern college requires a Bachelor's degree and preferably a Master's degree for obtaining a continuing contract. A

large university in the Midwest acknowledges that its professional people are set apart, but the differentiation is highly subjective. Employees in charge of research projects are generally recognized as professional. One northwestern school accepts as professional all graduates of an accredited college or university who are in "recognized" professions, such as engineers, chemists, oceanographers, meteorologists, but *not* editors, nurses, or laboratory technicians. Several schools grant academic status but not academic title.

Some schools have always had different policies for their professional people; others have made distinctions for periods of from five to twenty years. Many professional nonteaching positions were originally held part-time by faculty members who have always been required to have a degree. As the universities expanded, these faculty members became full-time nonteaching employees who retained their faculty status. Other reasons given for granting extra privileges to professional employees are:

1. Competition from business and industry.
2. Need for a status level between classified staff and faculty.
3. Outstanding qualifications and significance of the individual group or profession.
4. Recognition of the key position of professional nonteaching employees in operation of the university.
5. Desirability of identifying those whose training and association membership give to their work a sense of the career that transcends other nonteaching, nonacademic jobs.

Many schools rely upon some form of job classification and job evaluation to maintain employee satisfaction and provide a means of recognition. Some colleges already have a workable job evaluation plan, and three of them indicate

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that they are currently installing new plans or improving those already in existence. Two schools are extending their plans to include more of their personnel.

Most colleges divide their employees into two main groups. There is the group composed of teachers and those with allied activities, which may be called academic, instructional, unclassified, or faculty. All other employees are designated by terms such as nonacademic, classified, or staff. Administrative officials, under the nonacademic classification, may be known as officers of administration or officers of management. Some colleges have included in their academic classification some persons whose functions are not closely allied to teaching. Others have included professional people in the officers of administration when their duties are not those of an administrator. Many groups do not feel that their interests lie directly with either teachers or administrators.

An appreciable number of schools, however, provide special classifications for their professional people. One southern college uses the classification of officers of instruction, research, and administration. A large university in the north has classes called instructional, research, extension, administrative, and clerical and staff. Another school has employees entitled academic with board appointment, nonacademic with board appointment, and classified. An eastern college uses the classes of statutory and senior administrative officers, administrative staff personnel, academic staff, professional personnel, and nonacademic, nonadministrative employees.

Nine schools try to see that outstanding accomplishments of their professional people are given publicity in student and

local press. In ten colleges nonteaching people are included, at least occasionally, in faculty processions or programs. One school thinks that professional nonteaching people do not seem to like to take part in such activities. All colleges, with the exception of three, include nonteaching employees on official committees or appoint them to carry out certain assignments.

Some universities provide service and retirement award programs, with service awards made at the end of 10, 20, 30 and 40 years of continuous employment. Retirement awards are made at the end of 5 or more years of continuous service upon retirement.

Educational privileges for employees' children and social benefits, including membership in social clubs which cut across faculty-nonfaculty lines, are the same for all professional personnel in most schools. Many schools report that any sincere attempt to show professional people that their work is appreciated results in increased loyalty to the university and improved morale.

### Recommendations for Future Policies

Most of the respondent schools expressed interest in their common problems of dealing with nonteaching professional personnel, but there were few concrete suggestions about what should be done to solve these problems.

A fair and workable job classification program, based on the requirements of each specific job rather than upon defining a nebulous "professional person," is suggested as a first and important step. Terms of measurement, composition of employee groups according to function, and gaining acceptance for the plan are the basic difficulties to be faced. The def-



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inition of professional work already given may serve as a guide. The job evaluation committee should be made up of department heads and directed by a trained job analyst, preferably a member of the personnel staff. A job evaluation manual should be provided for administrators, supervisors, and others who take part in the program. Job evaluation is not an exact science; it will not provide a perfect, clear-cut plan, and it cannot totally eliminate subjective judgments. However, it can substantially reduce the number and minimize the effects of errors.

Employee communications should be examined to see if improvement is needed. Several of the schools taking part in this study sent handbooks setting forth their policies toward faculty, research personnel, and other employees. Well-written handbooks for all employees would answer many of the questions about vacations, holidays, and pay plans which come up every day to harass department heads and the personnel staff. Such statements would also help to eliminate ru-

mors and misunderstandings between departments.

Keeping all records, for faculty as well as for other employees, in a single personnel office is strongly urged. Such a central record station would not only be a convenience for employees, but also for administrators and others who need to gather statistics. Since the personnel office would then lose any connotation of being only for classified personnel and laborers, the change might prove a subtle means of increasing morale among some employees. It could also provide increased opportunities for association and communication between faculty and staff. Luncheon clubs and other social activities which break faculty-staff lines are also helpful.

Colleges should be alert to find means of recognizing the contributions of non-teaching professional personnel on the campus. Results of this inquiry indicate an immediate need for definite recognition and classification of this vital and growing group of university employees.

## The Salary-Or-Annuity Option and The 1961 Social Security Amendments

THOMAS C. EDWARDS

The story of the salary-or-annuity option officially begins in 1935, when the Internal Revenue Service ruled for the first time that annuity premiums paid by a college or university would not be considered taxable income to the employee until he began to receive his annuity income. There were no specified limits on the amount of annuity premium that could be thus excluded from current taxable income. A few years later this tax deferral for employees of what we now call 501(c) (3) organizations was made a part of the Internal Revenue Code.

The special confidence accorded the colleges 25 years ago in connection with their retirement plans was used wisely by practically all colleges and universities and by most other 501 (c) (3) organizations. However, some incautious handling (or perhaps I should say "over-utilization") of the Code began to appear soon after World War II, when a few insurance agents and part-timers on college staffs began to exploit it as a tax avoidance device, for which it was not intended. The abuses caused a serious challenge to the traditional methods used by the colleges and their full-time

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faculty members in handling their retirement plans.

The first limitation came in 1954, when the Internal Revenue Service ruled that tax deferment would be denied to an employee who requested a salary reduction to enable his employer to purchase annuity benefits. This dampened the abuses, but apparently didn't extinguish them. One cure suggested at this point would have required all colleges to "qualify" their plans, although it was recognized that this would be like using a shotgun to kill a bothersome fly. But largely as a result of the efforts of the educational associations—American Association of University Professors, American Council on Education, Association of American Colleges, and TIAA—the corrective measures took a different turn, producing the 20% rule Exclusion Allowance of the Technical Amendments Act of 1958. The salary-or-annuity option soon followed, when several private rulings held that the 20% rule was intended as "a complete substitute" for earlier rules against salary reduction.

The act established for the first time a limit, called an Exclusion Allowance, within which annuity premiums paid by a college are not taxable as current income to the employee. An employee's Exclusion Allowance is computed as 20%

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of the taxable compensation the college pays him for the year, multiplied by his years of service there, less any past annuity contributions made by the college and excluded from his taxable income in prior years.

This is the so-called 20% rule, set up to limit the amount of annuity premiums a college or university can contribute toward an employee's annuity within the calendar year. It gives ample leeway for the operation of most retirement plans, including the purchase of current service and prior service benefits, as well as the payment of supplemental contributions to offset the effects of inflation, short-term participation in the plan, and other factors that may have impaired the adequacy of prospective benefits.

*Salary-or-Annuity Option.* Very soon after the Technical Amendments Act became law, through the back door came the question: "Can a person now ask the college to reduce his salary in order to re-channel part of the compensation from taxable salary to currently tax-free annuity deposits to his account?" A number of private rulings make it clear that if an employee of a 501(c) (3) institution elects to take a reduction in salary, or to forego an increase in salary, in return for his institution's purchase of a nonforfeitable (fully vested) annuity contract for him, the amounts so contributed by the institution will not be taxed to the employee currently, within the limits of his Exclusion Allowance. For example, if a college makes this option available, an employee earning \$10,000 a year can defer the receipt of part of it by saying: "Pay me only \$9,000 in salary this year and send the other \$1,000 to my fully vested annuity contract." This way, the full \$1,000 gets to the annuity,

instead of the \$750 or so that would get to it if he paid his taxes on the \$1,000 currently. However, the compensation being deferred to the retirement years *will* be taxable as he receives it in the form of an annuity income.

In authorizing this option for colleges and universities, the federal government apparently recognizes that a real need exists for improving the retirement benefits of many educators nearing retirement, and that most colleges just can't stretch their budgets far enough to make supplemental contributions for these people *in addition* to regular salaries and the many other pressing demands on the college dollar. So if a staff member can afford to take a cut in salary to release some money for the college to use in buying additional annuity benefits for him, he doesn't pay income tax on the amount of the salary cut until he eventually receives it as an annuity income, at a time when he's likely to be in a lower tax bracket.

Then came the question: "If this salary reduction bit is okay for people who can afford to set aside large chunks of compensation for the retirement years, how about using it for the regular 5% employee contributions under the college's TIAA-CREF retirement plan?" So, in addition to the use just described, a number of colleges having contributory retirement plans now use the option to permit each participant to choose whether he wants to make his *regular* contributions to the retirement plan by (a) the traditional payroll withholding method, paying taxes on the contributions as he makes them or (b) asking the college to take over his contributions instead, *after reducing his salary by a corresponding amount*, thus deferring the taxes to the retirement years.

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### Use by the Colleges

How widespread is the use of the option in the college world? What form is it taking? During 1960 and 1961 a number of institutions have made the option available to their staff members, usually after asking for and receiving a private ruling from Washington. (The Internal Revenue Service has yet to issue regulations or a general ruling on the subject.) There are now about 40 to 50 institutions that offer the option, and about two or three more are adopting it each month. A few colleges have explicitly rejected it. Why? Some are concerned that over-utilization of a tax benefit not available to the general public will result in further tightening of tax laws affecting educational institutions and their retirement plans. Others have rejected it because of the administrative complications that come with the option (and there *are* some). A great many institutions are still on the fence—waiting for regulations or a general ruling from Washington, waiting for more signs of interest among their full-time staff members, waiting to study the related problems, or just preoccupied with more pressing problems.

Most colleges and universities recently making the salary-or-annuity option available in connection with a contributory TIAA retirement plan allow the participant to have his salary reduced by the amount of his regular contributions under the basic plan, in return for the university taking over his contributions for him during the effective period of the salary reduction. These institutions usually also permit the individual to go beyond the basic contribution, electing salary reduction of an amount that will bring the total college annuity contributions for him

up to not more than his personal Exclusion Allowance.

So the colleges have evolved a method of retaining the sharing principle of a contributory retirement plan, but with each employee deciding whether his share is to be contributed by payroll withholding or by salary reduction, i.e., whether he will pay taxes currently or during retirement on the portion of his salary he contributes to the plan. Furthermore, the use of the option for deferring additional amounts of compensation, through the purchase of annuity benefits, gives the colleges at least a partial answer to the many deferred compensation devices used by business and industry to compete for new personnel and to keep the people they have.

How much guidance do the colleges give their staff members in the use of the option? Quite a bit. Most institutions making it available have included in their announcement material a careful description of the option and a discussion of the points to be considered by the individual in making his decision. For example, they point out that this is a method of tax *deferral*, not tax elimination; that tax deferral will benefit the employee if his tax bracket during retirement is lower than at the time the compensation is earned; that he can also use the amount saved in current taxes to purchase additional annuity benefits; but that there is no guarantee the tax deferral will work to his advantage; that it could work to his disadvantage if income tax rates are increased substantially in the future, or if he has fewer personal exemptions after retirement than before, or if his total income is not much lower during retirement than before; and that he may want to pay taxes on his annuity contributions

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currently in order that as much as possible of his annuity income will be tax-free during retirement.

At most of the institutions where the salary-or-annuity option has been offered, a substantial number of participants elect to use it for their basic contributions to the plan. Relatively few people sign up for additional deferred compensation amounts. But those who do are enthusiastic about the idea. They are, for the most part, persons in their 50's or 60's whose immediate family responsibilities are lessening as children grow up, as home mortgages are paid off and whose salaries are at the high point of their careers. Primarily concerned with the financial needs of approaching retirement, they have decided they can't afford *not* to make effective use of an option that defers part of compensation and the taxation of that compensation to their retirement years.

### The Problems

Aren't there a lot of administrative complications involved in making this option available to employees? There certainly are. For example:

1. The calculation of the Exclusion Allowance must be made yearly for persons who can afford to take maximum advantage of the option. The calculation gets pretty complicated for part-time employees.

2. Special board or legislative action may be required if money voted for salary is to be used instead to make annuity contributions.

3. Retirement plans must often be amended to recognize the effects of the option on contributions and benefit formulas.

4. If salary is reduced below the So-

cial Security earnings base (\$4,800 in 1960), Social Security taxes and benefits are affected. Social Security taxes and credit for benefits will be related to the reduced, or taxable salary.

5. There are many anomalies that can arise from the fact that an individual electing the option will, in effect, have two salaries. The reduced salary serves as the basis for his W-2 Form. But what about the many things for which salary now serves as a yardstick—the contributions and benefits under his retirement plan, group life insurance, sick leave, disability income, etc.? Should they be measured by a person's salary *before* or *after* the reduction? Practically all institutions offering the option have taken the position that the determination of insurance amounts, basic retirement plan contributions and all other staff benefits is strictly an internal matter, with the institution therefore having the right to use any yardstick it wishes in determining the level of such benefits. These institutions continue to use the employee's stated regular salary before reduction—his "appointment" or "voted" salary—as the yardstick for measuring benefits related to salary. His W-2 Form, however, shows only the salary that is currently taxable (the amount of his appointment salary *less* any reduction for annuity payments by the university), which conforms with a private ruling given one university that asked what should appear on the W-2.

6. Another problem: Do you leave the employee's choice of annuity contracts and companies wide open, or do you restrict it? If the employee can buy his annuity from any enterprising agent, the employing institution will certainly have its hands full. The first year the employee



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may bring in an annuity from one company. Next year someone sells him on increasing the amount, so he has to get another contract, either from the same company or perhaps from another company. Then someone gives him the idea of cashing out the original annuity in order to buy that someone's special brand. And so before long the employer may be sending premiums to a number of different companies for one person. Multiply this by the variations possible among a few hundred employees at an institution, and I believe you'll agree on the desirability of limiting the purchase of contracts to one company.

Of course, it wouldn't be out of place at this point to mention one solution to all of this that is pretty standard in the college world—the use of TIAA-CREF annuities for the salary-or-annuity option. Several colleges and universities covered by public retirement systems for their basic retirement plans are using TIAA-CREF for the additional annuity benefits. Of course, where the institution is already covered by TIAA-CREF for its basic plan, it simply uses the same annuities for any additional amounts generated under the option.

### State Institutions

The use of the salary-or-annuity option is limited to organizations that fit the descriptive language of Section 501(c)(3) of the Internal Revenue Code. Wholly-owned state or municipal instrumentalities do not automatically fit this wording—even publicly supported colleges and universities. Some of the private rulings requested by state institutions on the salary-or-annuity option in the past have indicated that the institution is considered a 501(c)(3) organ-

ization for the purpose of the tax treatment given in the Technical Amendments Act of 1958. But more recently, a general ruling came along to further complicate things for state institutions.

This ruling, which was published this year, made it clear that some wholly-owned state or municipal instrumentalities *can* qualify for 501(c)(3) treatment and some *cannot*. At one end of the scale is the instrumentality that can qualify because it is clearly a "counterpart" of an organization described in Section 501(c)(3), such as a separately organized school, college, university, or hospital having no powers other than those described in 501(c)(3). At the other end of the scale is the state or municipality itself—the City of Seattle, for example—which cannot qualify because its purchases are clearly not limited to those described in Section 501(c)(3). And in between lies the most beautiful grey area you've ever seen.

This Ruling points to the mechanism for turning the grey area to black or white. It says that in order for a wholly-owned instrumentality to establish an exemption under Section 501(c)(3) of the Code, an application on Form 1023 must be filed with the local District Director of Internal Revenue. I know of only one state university that has been required to file the form, and the answer is now pending.

### Summary

In summary, a number of private rulings given to colleges and universities makes it clear that if an employee elects to take a reduction in salary, or to forego an increase in salary, in return for his college's purchase of a nonforfeitable annuity contract for him, the amounts so

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contributed by the institution will not be taxed to the employee currently, within the limits of his Exclusion Allowance. The primary effect is deferment to the retirement years of taxes on a portion of compensation. Wholly-owned state or municipal instrumentalities wanting to give consideration to the use of this option must file an application on Form 1023 with their local District Director of Internal Revenue to determine their eligibility for an exemption under Section 501(c) (3) of the Code. There are a number of administrative problems to be considered in connection with a salary-or-annuity option. Although these problems have not appeared insurmountable to the colleges and universities adopting the option, their effect on the employing institution, on the retirement system and on the staff member should be considered carefully. And any forms or authorizations for implementing the option should be prepared with advice of counsel.

### The 1961 Social Security Amendments

During 1961 Congress was afflicted with its historical itch to grant us some more "benefits," and, of course, increased our taxes to help pay for them. Not so long ago, some of us became concerned with the regularity with which Social Security benefits were being liberalized every two years. But we needn't have been concerned; now it's happening every year. I didn't see how they could go on for long just hitting the election years and missing the others.

The major amendments, quickly, are these:

1. Permit men, as well as women, to begin receiving benefits on a permanently reduced basis at age 62.

2. Increase benefits for widows over age 62 from 75% to 82½% of the husband's primary benefit.
3. Increase the minimum benefits for retired workers from \$33 to \$40 a month.
4. Liberalize the "Work Test."
5. Liberalize the requirements for becoming fully insured.
6. Increase the Social Security tax by ⅛ of 1% on employees and employers.
7. Move one year closer the "last" jump in the current schedule of tax increases.

#### 1. *Old-Age Benefits for Men at Age*

62. A man may now have his old-age benefits start as soon as he reaches age 62, if he wishes, just as women have been able to do since 1956. His benefit is the amount he would have received at age 65, reduced by 6-2/3% for each year prior to age 65, so that if he begins his benefits at age 62, he gets 80% of the age 65 amount.

If he starts his benefits early, he receives the reduced amount for the rest of his life. However, if there are any months before age 65 during which his benefits are withheld because of the Work Test, his benefit at age 65 will be automatically increased to take account of these months and of his additional earnings.

The wife of a worker who starts his old-age benefits early can choose to begin her benefits at any time after age 62. Her actuarial reduction is 8.33% a year, or a 25% reduction if she begins to receive benefits at age 62.

I don't believe this change in the law will, of itself, encourage many early retirements among college people. The change for women in 1956 certainly hasn't. However, the early retirement provision may be helpful to those who for

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other reasons—health, declining ability, desire to retire, etc.—might otherwise have hung on for the last two or three years because they couldn't afford to retire without Social Security benefits.

2. *Widow's Old-Age Benefit Increased 10%.* The benefit for widows aged 62 or over used to be 75% of the husband's Primary Insurance Amount. The amendments raised this to 82½% of what the husband received, or what he would have received if he had lived. For widows now getting benefits, the increase will occur automatically, starting this month; don't call us, we'll call you.

In some cases, a retired woman worker who is also a widow may have originally chosen her own worker's benefit because it was larger than what she would have received from a widow's benefit. If this new increase means that the widow's benefit would now be larger, she can apply for it instead of the worker's benefit she is now receiving. In this case, she has to take the initiative.

3. *Minimum Benefit Increased from \$33 to \$40.* Under the Amendments, the lowest benefit that most workers over age 65 will receive will be \$40 monthly. Where the total benefits payable to two or more survivors are less than \$60 monthly, they will be increased to \$60. These increases are also effective this month and will automatically be included in September checks.

4. *Work Test Liberalized Again.* As you know, a beneficiary who earns \$1,200 or less in a year receives all of his Social Security benefits. Under the "old" law, for each \$2 earned between \$1,200 and \$1,500, \$1 in benefits was withheld. For each \$1 earned over \$1,500, \$1 was withheld.

Under the new law the \$1,500 point

is raised to \$1,700. So for each \$2 a person earns from \$1,200 to \$1,700, \$1 is withheld, and for each \$1 earned over \$1,700, \$1 is withheld. This means that beneficiaries who work can get up to \$100 a year more benefits than would have been possible under the old law.

There is no change in the provision that, regardless of how much a beneficiary earns in a year, he will get a benefit check for any month in which he neither earns more than \$100 in covered wages nor performs substantial services in self-employment. And, of course, beneficiaries aged 72 or over continue to receive their full benefits regardless of earnings.

5. *Requirements for Fully Insured Status Liberalized.* In order to be "fully insured" (as distinct from *permanently* fully insured) a worker must have one quarter of coverage for every four quarters elapsing since 1950 and the date he reaches retirement age or dies. Last year it was one in every three quarters, and prior to that, one in every two quarters. There is no change in the provision that once a person has 40 quarters of coverage he achieves the fully insured status permanently. (And incidentally, since Social Security first became available to the colleges in 1951, many of us achieved this permanent status in 1961.)

6. *Social Security Taxes Increased.* Beginning January 1, 1962, the Social Security tax rate for employees and for employers will go up by ⅛ of 1%—from 3% to 3⅛% for each. The rate for self-employed people is also increased proportionately.

The increase in Social Security taxes originally scheduled for 1969 will now be made in 1968. Under the new law, the scheduled increases in the tax rates are as follows:

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<i>Calendar Years</i>	<i>Employers and Employees, Each</i>	<i>Total</i>
1962	3 1/8%	6 1/4%
1963-65	3 5/8%	7 1/4%
1966-67	4 1/8%	8 1/4%
1968 and after	4 5/8%	9 1/4%

The efforts to incorporate medical care for the aged into the Social Security Act are apparently dormant for the present session of Congress. However, I needn't tell you they are far from dead. As you know, during 1960 the Kerr-Mills Bill was enacted, providing medical assistance by the federal government in cooperation with the states to needy persons over age 65. The law specifies the requirements that state plans must meet in order to qualify for federal participation. A number of states have already taken action to implement their participation in the new program. The addition of medical care benefits to the Social Security Act would apparently be done in addition to the Kerr-Mills program.

Where do you suppose we're going with Social Security in this country, and how long will it take us to get there? I have no inside information, so I could speculate just as wildly as the next person. I won't, but I would like to leave with you my feeling that this is a very serious question for the colleges, as it is for the nation.

I think we're all in favor of the federal program as a means of redistributing a part of the national income to provide basic benefits for widows, dependent children, and retired persons. But how *big* a part of your income and my income should be redistributed? And what's "basic" to one person may not be "basic" to another. One of the top persons now in the Department of Health,

Education and Welfare has advocated for years that Social Security can't begin to fulfill its role of basic benefits until the wage base for benefits and taxes is at least \$9,000. And each session of Congress receives literally hundreds of bills to add new types of coverages and to raise benefits and taxes.

There is no hint of a clear national policy as to where the socialization of benefits should stop and where private effort should begin. The cost of liberalizing the federal program is easily passed on to future generations—today's benefits are tomorrow's taxes. This is politically expedient and much less painful than the "agonizing reappraisal" necessary to define Social Security's ultimate role in the economy.

So far, the relationship of Social Security benefits to taxes has represented an actuarial bargain, particularly for persons at the middle and older ages. Millions of people have become, or will become, entitled to maximum lifetime benefits after paying relatively little in Social Security taxes; and this was a proper and feasible method of launching a broad social program covering workers of all ages. But Social Security is no horn of plenty. The benefits can come only from taxes of one sort or another. We're already very close to the point when the Social Security tax rates for younger persons will represent more than the actuarial equivalent of their prospective benefits; in other words, when they could do better with the same money by purchasing private insurance and annuities. This phase *must* occur under any program of socialized benefits, since part of the taxes related to their earnings are used to help support the "bargain benefits" promised our older population. But if we go on liberalizing

### THE SALARY-OR-ANNUITY OPTION

benefits every year or so, we magnify the problems that will face younger people in the 1970's and beyond, when they come to realize that the 9 or 10% of salary being paid in taxes won't give them their *quid pro quo* in benefits, much less the bargain benefits their fathers and mothers are receiving. Maybe by then it will be too late to chart a reasonable course for Social Security. Instead of creating a solid foundation of benefits upon which to build private plans tailored to individual needs, we may have created a burden for our children and grandchildren so large that the program can be popularly supported only through heavy subsidization from general tax rev-

enues. And if more and more of our discretionary income is drawn off in taxes for socialized benefits, this must inevitably siphon away from our freedom to support other desirable social and economic objectives of our individual choice, such as private savings and investments, personally tailored insurance and retirement plans, individual and corporate giving to higher education, and the like.

I imagine that by now I have covered enough ground on the salary-or-annuity option and the 1961 Social Security amendments to thoroughly confuse you. I hope you will have some questions I can answer. I have certainly enjoyed being with you today.



## CUPA's bookshelf . . . . .

*The Campus and the State*, by Malcolm Moos and Francis F. Rourke, The Johns Hopkins Press, Baltimore, Maryland, 1959. 414 pp, \$6.00.

The central theme of this volume is the effect of state administrative controls upon the management of state colleges and universities. Throughout the book, as well as in a specific chapter, the relationship of this theme to nonacademic personnel of colleges and universities is illustrated.

The authors feel that state administrative control in such areas as appropriations, budget control, purchasing and personnel, can have undesirable effects upon the entire educational program of an institution. They point out that state administrative control can be discussed only in relation to the broader issue of freedom of education. They illustrate the importance of this concept by citing several state constitutions which have specifically exempted the state university from the administrative controls imposed on other state departments, because the legislature recognized that education, by its very nature, was entitled to different treatment.

This book will be valuable to all who are interested in the future of education and the effects of governmental control upon private or public colleges and universities. The authors strongly present the point of view that there is no argu-

ment for freedom of education in a private institution which is not equally applicable to a public institution and that, conversely, the effects of government control must inevitably affect both private and public institutions.

Opinion, as well as fact, is presented. However, because of the style of the authors, it is often difficult to distinguish one from the other. In some instances, source material is not clearly identified. The authors tend to be biased in favor of as much freedom as possible from governmental control. Consequently, they tend to overemphasize the abuses of over-regulation which has occurred in several state colleges and universities.

The chapter entitled "The Academy under Civil Service" will be useful both to those institutions whose nonacademic personnel are "over-regulated" and seeking to lessen state control as well as to those which are seeking to develop a comprehensive personnel program to prevent further state control. A balanced presentation is made with many well-chosen examples illustrating the undesirable effects of state personnel control, as well as the benefits which can accrue under state regulation of nonacademic employees.

The authors point out that the concept of institutional freedom in personnel matters goes back to the very early laws that founded state colleges and universities. These laws, almost without exception,

#### CUPA'S BOOKSHELF

vested the academic institution with full authority over all appointees. The authors explain that the "primary reason for removing educational personnel from the supervision of state government was to protect the schools from being used as dumping grounds for the patronage appointees and to bar political officials from firing professors for their views on controversial issues."

Because of these early laws, colleges and universities have generally been free from the abuses which the civil service or merit system was designed to prevent. However, the authors point out, the civil service system has edged onto the campus until now some 21 states apply some civil service regulations to college personnel. The authors state that the principal shortcomings of state control over nonacademic employees stem from the inability of civil service rules to adapt to the unusual requirements of higher edu-

cation in teaching, research and related activities.

The authors state that a college or university personnel department should operate with a degree of efficiency and organization which would make state control unnecessary. They point out that a few state colleges and universities have adopted the best from the civil service or merit systems and private industry without jeopardizing the essential flexibility of the educational program of the institution.

In addition to the material pertaining to personnel, there are sections of this book which would be useful to business officers, purchasing agents, and academic administrators of a college or university.

Eugene P. Young  
Senior Personnel Assistant  
Rutgers—The State University  
New Brunswick, New Jersey

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### Notes and Quotes . . .

(Continued from Page ii)

market economy . . . where each person has freedom of choice and is responsible for his own decisions and welfare.

Gratifying enough, most of my pupils then understand what I mean when I explain that socialism . . . even in a democracy . . . eventually will result in a living-death for all except the "authorities" and a few of their favorite lackeys.

—from *The Somico Circle*

### Editorially Speaking . . .

(Continued from Page iv)

investigating the status of labor organizations on college campuses. His report was included in the July issue of *The Journal*, and many of the findings of his Committee will be discussed at a workshop at this Conference.

Arlyn Marks is chairman of a newly-appointed Committee to work with the Executive Secretary on some of the problems and policies involved in setting up the new office for the Executive Secretary. The work of his Committee will be a great help to next year's officers.

Three of our Committees will be active during this Conference and will report to you at our business meetings. Our Nominating Committee is headed by Boynton Kaiser from Stanford University. If you have suggestions for officers for the coming year, let me urge you to pass them on to Boynton before our business meeting Tuesday.

Our Resolutions Committee is headed by Joe Scroggs, also from Stanford University, and our Auditing Committee has as its Chairman Lloyd Peterson from Washington State University.

Our publications this year again have

been handled most ably by Kathryn Hansen. Max Sappenfield, Len Glander, and Frank Ives, all past editors of *The Journal*, can attest to the amount of work involved. Certainly under Kathryn's editing, we have seen our publications consistently improved, and I think we will all agree that the July issue of *The Journal* is one of the finest to be published by our organization.

Every President of our organization has always ended his year by paying tribute to Don Dickason, our Executive Secretary. After serving CUPA as an officer for only a short time, there is never any doubt in any officer's mind but that Don's efforts, more than any other one factor, are responsible for the smooth functioning of our organization. I think we have been most fortunate to have Don's help in the past, and I am personally delighted that we can look forward to his continued leadership in the future.

In closing, let me say that this has been an interesting, a busy, and a very stimulating year. I have traveled approximately 14,050 miles on CUPA business since receiving the President's gavel last summer. I believe this is more miles than any other President has traveled since our organization was established. It was my privilege to attend all of the regional conferences, and it was well worth the time and effort involved. My secretary has written approximately 450 letters this year on CUPA business, and my own Post Office box has been full of letters from you almost every day of the year. I have appreciated your cooperation, help, and friendship during this past year, and I join you in looking forward to a highly successful Conference and to an even better year next year with Fred Ford as our new President.

## EDITORIALLY SPEAKING

**DEIDRICH K. WILLERS**

*Director of Personnel*

*Cornell University*

*from a presentation during the Fifteenth Annual Conference of the College and University Personnel Association. Like any social legislation program, abuses creep into both interpretation and administration of the law. Unemployment insurance is no exception.*

Our anthropologists at Cornell could very possibly trace the problem of unemployment as far back as the time of the Phoenicians. Weather, tides, phases of the moon, and other variables worked against these ancient sailors, tying up their ships in the harbor, and forcing them to the dice or the wine shop. They were the first victims of "organized" labor or the evils of idleness due to seasonal occupations. Society at that time solved the problem in much the same way as modern man must. The sailors were put to work as carpenters, woodcarvers, or sailriggers, or, if there was no work, they were advanced small shares of the anticipated profit from the voyage.

I'm not suggesting that we advance the profits of American business to the employee involuntarily unemployed, but the actual financing of the payments is not so far off as you might think. Unemployment insurance, unlike Social Security, is financed exclusively by the employer in nearly all states. It is a most costly tax—running as high as three per cent, or \$30,000, a year for each million dollars of payroll. It is an accepted part of an organization's labor expense. Let me outline a little of the history of both the philosophy and the legislation involved in paying a man when he is not working.

The State and Federal Unemployment Compensation Laws came into existence as a result of the great depression. They

are basically part of the Social Security Act and have been law since the middle 1930's, although no actual benefits were paid until 1937. These acts have withstood challenges, both as to legality and constitutional validity, and have been upheld in both areas by the United States Supreme Court.

The basic purpose of the State and Federal Unemployment Compensation Laws is to promote the financial security of workers by encouraging employers to stabilize employment and by providing emergency income during periods of unemployment. Often employment *can* be stabilized up to a point by cutting off the peaks and filling up the valleys of the production or operating schedule throughout the year. Keep in mind that unemployment compensation, although subject to certain federal standards, is pretty much of a state proposition, with resulting wide variations in benefit payments and eligibility for coverage and tax rates; that the benefit structure is geared to relatively short-term unemployment; that tax costs are low when you are best able to afford them and highest when times are bad and there is widespread unemployment. In recent years, with high employment levels and the resulting favorable experience of employers, tax rates have averaged about one half of the maximum possible rates in most states.

Seven out of ten people who are em-

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ployed by others are covered by some form of unemployment insurance. Chances are, however, that nearly all the employees of those sitting in this room are not covered, since employees of government, nonprofit organizations, the Armed Forces, etc., are exempt from coverage.

As I have already said, unemployment compensation is still a state affair (although the honeymoon has mixed blessings) which falls within general federal standards. Did you know that there is now a bill in Congress (House Bill 7640) proposing federal unemployment insurance amendments for 1961?<sup>1</sup> This has been introduced by Representative Cecil King of California and, if enacted, would make material and permanent changes in the existing federal-state unemployment insurance system. If enacted, the bill would gradually eliminate existing federal-state unemployment insurance programs and signal the start of a *single federal program for all states*. Principally, it would provide for greater benefit disbursements to any and all at a greater tax cost on both the federal and state levels.

Why does this concern us? It concerns us because, in my mind, we are all going to be brought under unemployment insurance tax, either at the federal level or at the state level in the near future. It is my understanding that some states currently include nonprofits.

Let me digress a moment before I discuss the key points in the King bill that

would affect us and some of the points on which we need to be alert.

Do we have any justification for not covering our transient employees any more than the employer down the street? At a recent meeting of the Bar Association in the City of New York a poll was taken of the attorneys as to their feeling and position about the extension of unemployment insurance to nonprofits. The attorneys almost unanimously supported the position that this tax should be extended. It was surprising that the attorneys for the hospitals and the Hospital Association in the City of New York supported this extension. In fact, at the time of the hospital strike in May, 1959, one of the issues was unemployment insurance. Many of you may know that, as a result of this strike, minimum wage laws and disability insurance—that is, insurance which protects the employee in the event of sickness or an accident off the job—were extended to nonprofits. I think we must become aware of the possible impact of this social legislation and must oppose it with all of our vigor, but at the same time we must be realistic and be in a position to compromise if the legislation appears inevitable.

What do I mean by compromise? I think efforts should be made to exclude from the tax all academic employees, all students and all other employees who are on a contract basis for a prescribed period of time. For example, the major league teams have been excluded from the tax for their professional ball players. In other words, these \$50,000- or \$60,000-a-year athletes cannot collect unemployment insurance from October to April. This same thing should be applied to our coaching staff and others who are on a prescribed time limit basis.

<sup>1</sup> "The President sent to Congress June 13 proposals for major long-range changes in the federal-state unemployment compensation system. The proposals, involving an extensive overhaul of the jobless insurance plan, received no action in the Senate or the House." —*Congressional Quarterly Weekly Report*, for week ending September 22, 1961, vol. 19, no. 38, p. 1612. (Editor's Note)



## EDITORIALLY SPEAKING

For some time, I have been going to write a paper and call it Vassar and the Canning Industry. Now this may sound absurd to you, but actually there are many parallels. In the spring when the girls are rolling their hoops on the shores of the Hudson, farmers nearby are planting peas. By the time of the daisy chain, the farmers are cultivating their crops, and by the time of graduation, the peas have also reached their maximum growth and are ready for harvest. At this point Vassar—and I only use this school for convenience—terminates a number of their employees who are on a nine-month contract. The canning industry, on the other hand, is recruiting personnel who will work through the various harvests of peas, beans, corn, pumpkins, etc. and in November will lay off their help. The administrative procedures of unemployment insurance systems have said that these canning industry employees are then eligible to collect unemployment insurance, even though they knew when they were hired that it was a six-month job. Now, unless we are very careful we may find that our college employees who leave in June and who have in the past gone to resorts and other places to work may find it more convenient to sit on the front stoop and collect unemployment insurance—which incidentally, is nontaxable income.

Like any social legislation program, abuses creep into both interpretation and administration of the law. Unemployment insurance is no exception. People are laid off involuntarily, and many of them honestly seek other work, just as many others seek the weekly payment and walk across the street to avoid encountering an offer of honest work. This is most particularly true with the lower income workers who

can net almost as much from unemployment as they can with taxes and meals and transportation expenses in a minimum wage job.

Much of the abuse that has been pointed at unemployment insurance has been due to administrative interpretation. The two words, of course, are that an employee must be *able* and *willing* to work. We hear rumors of people who collect unemployment insurance because they have retired under a compulsory retirement system. We hear talk of women who are drawing benefits when they have been released from a job because of pregnancy, and, of course, there is always the case of the person who has a particular skill and who turns down a job because the job offer is not as high and does not utilize his full skills. There is also the problem of the seasonal worker. I have a very good friend who is a master mechanic on construction. He works 60 and 70 hours a week from the first of April to the first of December at a high hourly rate with overtime after 40 hours and double time under certain arrangements. After a waiting week in December, he draws the maximum unemployment insurance (nontaxable income) until the first of April.

Investigation into claims could very easily stand tightening up. Cooperation within communities as to maximum use of trained and untrained workers would promote employment. I would like to mention an example of this in our own small community in Ithaca. A small salt company was shutting down for good, and some twenty workers were laid off. The personnel manager prepared a brief history on each man's training, experience, and character and circulated these among all the employers within quite a

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wide commuting radius. I think his batting average was pretty good—14 of the 20 were placed; not all in their own specialties, but at least placed with some view to their talents and not on the unemployment rolls. We, as personnel people, can be alert ahead of time to organizational changes or to staff-cutting plans and do our best, if our own organizations cannot absorb the employees, to assist these unemployed to find work. This is a moral obligation on our part, I feel—both to the people concerned and to our country.

I think if we are covered we will also have to avoid the practice, now quite popular in some university situations, with project and grant money so available, of stockpiling employees. It doesn't make any sense to hire extra help only to lay them off and then pay a higher rate of tax.

Let me come back now to the King bill which is a situation we are going to be faced with in the near future. There are seven key provisions in this bill, which would affect us directly. Let's discuss them:

1. Liberalize weekly benefit payments. A state would have to provide a weekly benefit equal to at least 50% of a worker's average weekly wage and increase this to two-thirds of the worker's average weekly wage in 1968.
2. Duration of benefits would be extended. As you no doubt remember, in periods of recession the Congress has always been asked to provide for a benefit period beyond the 26 weeks. The new program proposes to extend the duration weeks 50% beyond the regular 26-week period. There would be certain qual-

ifying yardsticks to determine when an extended duration was applicable.

3. A new federal retraining standard. This would make a uniform program to permit unemployment insurance benefits for a person who is taking a training course to get back in the labor market.
4. Equalization grants. This would provide for federal grants to states, providing they meet the weekly benefit amount requirements.
5. Federal Unemployment Tax. Now we have talked about liberalizing the benefits, extending the duration, liberalizing the retraining and providing for greater equalization grants. This all costs money, and where we originally said that under the present system unemployment insurance might cost \$30,000 per million dollars of payroll, this new program would cost more. In the first place, there would be an increase in the taxable wage base to the first \$4800 of an employee's annual wage, rather than the first \$3000 as at present. The 0.4% temporary increase in the tax rates effective for 1962-63 would be made permanent. This means we would be paying about 3.5% on the tax base of \$4800, or more than double the original estimates.
6. Extension of coverage of the Federal Unemployment Tax Act. Up until now, we have talked about the more liberal aspects of the Act and the expense. These things have never concerned us directly, but this Act provides for the extension of coverage to employers of four or more employees, to nonprofit or-

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ganizations, to commissioned salesmen, etc., and to workers engaged in packing and other processing operations of agricultural products now defined as agricultural employment.

I have a very distinct feeling and opinion that we are going to have a difficult time by ourselves in defeating this nonprofit extension. I think we must take the initiative among our own colleges and universities, the officers of these institutions, and particularly our trustees. We have to ask our trustees, who generally are members of many philanthropic boards, such as the Community Chest, Cerebral Palsy, Red Cross, and March of Dimes, to take back to their local committees and organizations the fact that this extension of coverage will include all of these nonprofit organizations. We need to rally support

from the leaders in our agricultural colleges and farm organizations and make them aware of the fact that workers engaged in packing and other processing operations, now excluded, will be covered.

7. The last provision. If a state has any discriminatory provision against maritime workers, the employers of such workers would get no Federal Unemployment Tax Credit. This involves Great Lakes seamen working for Ohio employers.

The amendments would take effect between July 1, 1962, and January 1, 1964.

In closing let me again solicit your active, aggressive support to acquaint the officers of your institutions, your trustees, the officers and trustees of any other nonprofit institutions you may be affiliated with and ask them to write their Senators and Congressmen to defeat this bill as it currently stands.

(Editor's Note: See footnote, page 28.)

### JACK A. CHAMBERS

*A new University establishes its own approach to personnel administration on its campus. Mr. Chambers is Director of Personnel Services at the University of South Florida.*

The University of South Florida, a brand new, sparkling addition to the Florida system of higher education, opened its doors for the first time last September to an entering class of almost 2000 freshman students, with expectations of adding a class each year and reaching an enrollment of 10,000 within the next six years. Set among the rolling hills just northeast of the Tampa city limits, the new University already boasts ten ultra-modern air-conditioned buildings and has three and a half miles of streets covering its 1700 acres.

The General Educational Division of the University is made up of four colleges—Basic Studies, in which each student spends his first two years, and Liberal Arts, Education, and Business Administration, which are upper division colleges. In addition to the General Education Division, the University is comprised of two other major operating units—Student Affairs and the Business Office. The approach to education evidenced by all of the University divisions is just as new and forward-looking as its modern campus implies.

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The Division of Personnel Services at the University of South Florida is a part of the University Business Office and, as such, carries on the traditional functions of a college personnel office in that one of its main responsibilities is the recruitment, screening, placement, orientation and training of nonacademic personnel. In addition to these duties, however, the Division has attempted to enhance in several different ways the theme of the University Business Office—centralized service.

The first way in which this was applied was to view the Personnel Office as the central agency for employment. It quite naturally followed that students seeking employment, both at the University and in the community, should be placed through the Personnel Office, since provisions were available for employment testing and contacts already made with other firms through community associations of which the Director was a member. Also, since the Personnel Office has information concerning the work load of each division, the office was in a position to determine what work could be most profitably handled by students rather than nonacademic personnel, and act accordingly. This program was put into effect last summer, and during this past year 270 students have been placed on campus and 200 off campus in approximately 75 different organizations, in work ranging from such positions as models and lifeguards to employment in chemical laboratories in which students have been given responsibility for hundreds of thousands of dollars of equipment.

Although recruitment and screening of teachers is handled by the Deans of the colleges, the decision was made to centralize in the Personnel Office matters

pertaining to employed teachers, as well as to nonacademic personnel. Thus the Personnel Office serves all employees in relation to retirement matters, insurance coverages, and other personnel benefits. In addition, complete personnel records for all University employees are maintained by the Personnel Office and made available to the concerned administrative offices upon request. Duplicate files are *not* maintained on faculty by the various colleges, which has resulted in a considerable savings of both time and money. Further, the system seems to be quite satisfactory to the administrative staff.

Other services which are offered by the Division include a placement service for faculty wives. This office maintains salary scales and lists of positions available in the County School Systems in the areas within commuting distance of the campus and works closely with the personnel offices in all the educational institutions in the area in helping to find suitable candidates for their positions from among the spouses of the University staff.

The Division also helps faculty to find financial support for their research projects and encourages them to compete for national awards of various types by maintaining current, categorized information on fund- and award-granting foundations throughout the United States that have expressed an interest in the University of South Florida.

The remaining duties of the Personnel Office revolve largely around the Director and the fact that he is a trained psychologist. Due to this, the office serves as a counseling center for employment-related problems for faculty and staff. In addition, the Director serves as the University mediator in relation to employee grievances. He also has served, during the

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past year, as Chairman of the Personnel Affairs Committee, which is the official grievance committee for the University and which also acts as an advisory group in the development of policies of compensation, tenure, and related matters, for faculty, staff, and student employees.

As can be seen from the above, the duties of the Personnel Services Division are in contrast to the "average" college personnel office. These additional serv-

ices have been made possible only through the inspired guidance of Robert L. Dennard, the Business Manager of the University of South Florida, who has had the courage to fight for, and uphold, his conviction that the Business Office in a modern University should be a dynamic partner with the General Education Division, and should constantly be aware of its principal responsibility—centralized service.

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## PUBLICATIONS OF THE COLLEGE AND UNIVERSITY PERSONNEL ASSOCIATION

(Available from the office of the Executive Secretary, Donald E. Dickason,  
5605 Avenida Del Mare, Sarasota, Florida.)

*Personnel Practices In Colleges and University—Faculty and Staff*, compiled by William E. Poore, 1958, 171 pp., \$5.00 (offset).

*Personnel Administration On The Campus*, by Donald E. Dickason, 1959, 24 pp., \$2.00 (mimeographed).

*A Plan of Position Classification For Colleges and Universities*, 1960, 336 pp., \$2.50 initial copy, \$3.00 for each additional copy to members; \$5.00 to non-members (printed).

*Salary and Wage Rates for Selected Classes of Work in Colleges and Universities*, a survey sponsored by the College and University Personnel Association, compiled by William W. Berth, 1961, 73 pp., \$2.50 (offset).



